# POST-SHAPIRO REVIEW OF

# TEACHER EDUCATION IN NOVA SCOTIA

## Report of the Review Team

## to

## The Nova Scotia Council on Higher Education

NOVA SCOTIA
Department of Education

October 2000

101-01319/

September 26, 2000

Dr. Susan Clark
Executive Director
Nova Scotia Council on Higher Education
PO Box 2086, Station M
Halifax NS B3J 3B7

Dear Dr. Clark:

On behalf of Dr. Suzanne Majhanovich and Dr. Michael Tymchak, I am pleased to transmit herewith our report on the Post-Shapiro Review of Teacher Education in Nova Scotia.

In submitting this Report, we would like to acknowledge the help and assistance of Council staff and all of the Nova Scotia universities with a stake in teacher education, as well as the many interested groups who made submissions to our team.

The Review Team hopes that this report will further the work and strengthen the outcomes intended by the original Shapiro Committee.

Sincerely,

Jane Gaskell

Dr. Jane Gaskell
Chair, Post-Shapiro Review Team

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# CHAPTER 1

## BACKGROUND AND CONTEXT

This post-Shapiro review of teacher education in Nova Scotia was initiated in accordance with the Shapiro Report of 1994, which recommended that the reforms it proposed be re-evaluated some years after implementation.

The Shapiro Report profoundly changed the system of teacher education in Nova Scotia. Its major recommendations included the rationalization of teacher education, including the closure of the Nova Scotia Teachers College, and of education programs at Saint Mary's University, Dalhousie University and St. Francis Xavier University. Other recommendations included the implementation of a two year sequential program with enrolment targets and improved communication with the field. Departments of Education were encouraged to increase their research activity. Another recommendation encouraged attention to the participation of minority groups, specifically African Nova Scotian and aboriginal groups.

The recommendation to close education at St. Francis Xavier University was not accepted by the Minister. The Council of Nova Scotia University Presidents (CONSUP), the Nova Scotia Council on Higher Education (NSCHE), the individual institutions, and the Maritime Provinces Higher Education Commission (MPHEC), as well as other branches of the Department of Education have all played roles in interpreting and acting on what the other recommendations meant. The Academic Transition Committee of CONSUP was the original venue for responding to the Shapiro recommendations. The Interuniversity Council on Teacher Education (ICTE) was then charged with the task of implementing those recommendations. A number of further documents were produced to resolve aspects of the new set of relationships created.

The compendium of documents provided by the NSCHE to the Post-Shapiro Review Team demonstrates that the "policy context" for the Shapiro recommendations continues to evolve. For example, changes in teacher education have occurred without concomitant changes in teacher certification. The recent draft research paper Nova Scotia Public Education, Teacher Demand and Supply (May 2000) and Teacher Certification in Nova Scotia (Draft October 1998) contain the seeds of further potential challenges for the system of teacher education in the province.

It is sufficient to say that the policy history from 1995 to 2000 is differently understood by different stakeholders. We hope that this report will initiate a new level of understanding and consensus in policy terms, whatever the conclusions of the Minister, in response to our recommendations.

**Who We Were**

The Post-Shapiro Review Team were nominated by Acadia University, Mount Saint Vincent University, St. Francis Xavier University, University College of Cape Breton and Université Sainte-Anne. The Team as a whole was therefore chosen by consultation between the Minister, the NSCHE and the universities.

Both the Nova Scotia government and the institutions believed there would be a considerable advantage in having one of the original members of Shapiro's committee chair this new review team, and Dr. Jane Gaskell was selected. Dr. Suzanne Majhanovich and Dr. Michael Tymchak were chosen to complement Dr. Gaskell in terms of their expertise and program interests, taking into account the Terms of Reference (Appendix 1). Brief biographies of the Team members can be found in Appendix 2.

**What We Did**

The Review Team was expected to meet with any and all interested parties who identified themselves following the widespread circulation of their Terms of Reference. In addition, the Team invited written submissions from those who were unable to schedule face-to-face meetings for logistical reasons.

In February the Team visited University College of Cape Breton, St. Francis Xavier University, Mount Saint Vincent University, Acadia University and Université Sainte-Anne on consecutive days. On their return in April, the Review Team received presentations from numerous other stakeholders, and these are recorded in Appendix 3. Detailed notes of each of these meetings were drafted by the staff (Peter Rans) supplied by the NSCHE. The Review Team then weighed the evidence presented by these stakeholders, and, where necessary, requested additional information from the institutions. This report represents the considered opinion and advice of all three members of the Review Team.

**Mandate**

The overall mandate of the Review Team was articulated in the Terms of Reference which have oriented the team from the outset. At no time, however, did the Team feel itself unduly constrained by the Terms of Reference in listening to presentations, even when topics were raised which pushed the limits of these Terms.

In all its deliberations the Team has been guided by the view that it should both comment on the implementation of the Shapiro Report, and make suggestions on how time and experience may have modified the appropriateness of its recommendations.

Where appropriate, then, the Team has offered further recommendations in the hope of resolving outstanding issues which have remained as irritants within the Education

system, taken as a whole. These issues are mainly, but not totally, articulated in the Terms of Reference.

The Team's conclusions are respectfully offered to the Minister, in the spirit of furthering the work and strengthening the outcomes intended by the original Shapiro Committee.

**The Teacher Education Institutions**

The following description of the teacher education institutions provides a context for our deliberations and recommendations.

Acadia University

Education is a school within the faculty of Professional Studies at Acadia University with 11 full-time faculty and 7.4 full-time equivalent positions held by part-time faculty, for a total of 18.4 full-time equivalent faculty positions (Table 1, Appendix 4). In addition, a total of seven sessional faculty taught one or two courses over the period from July 1999 to June 2000. New hiring is taking place in strategic areas. Acadia University had an existing two-year teacher education program before 1994; they are pleased that the two-year model was adopted and are comfortable with the recommendations of the Shapiro and CONSUP reports. Their B.Ed. program appears to be working well. Elementary and secondary students follow the same basic program. They meet the admission corridor of 230 B.Ed. students (Tables 2 and 3), with the understanding that half are at the elementary level and half at the secondary level.

Acadia University was assigned the responsibility of preparing music specialists by CONSUP and technology education specialists by the Minister of Education. A target of 25 was set for each of music and technology. Music enrolment is significantly below the CONSUP target. Faculty are frustrated by attempts to integrate music into both elementary and secondary streams. Subsequently, the target for technology education was revised downwards to 15 by the Kaufman report in 1997. Acadia University has developed a good technology program with 8-10 students in their first cohort and plans for growth.

The education department is well-connected with the field. They have a functioning advisory committee and a promising and innovative technology education program working with a local P3 school (Horton).

Acadia University has only recently met its target enrolment of 96 full-time equivalent masters students per year (Table 2). In 1999-00 they enrolled 55 full-time and 258 part-time students (Table 4). The largest program is in counseling; other programs include special education, curriculum and leadership. Part-time graduate study, which enrolls most of the students, is organized and financed through Continuing Education. As a result, graduate work is often done by faculty on an overload basis.

Most faculty are involved in research, despite heavy pre-service workloads. An external review of the graduate program, but not of the whole program, took place in 1998.

Mount Saint Vincent University

Education is the largest department in the Division of Professional Studies at Mount Saint Vincent University, with twenty full-time faculty plus part-time faculty amounting to 3.0 full-time equivalent positions, for a total of 23.0 full-time equivalent faculty positions (Table 1). In addition, a total of 86 faculty taught from one-half to two courses over the period from July 1999 to June 2000.

Mount Saint Vincent University had a one year B.Ed. program in elementary education before the Shapiro Report. The ramifications of the report have been a "huge piece of business" for them. They have had to develop new programs at the secondary level and extend their elementary program to two years, undertake new capital projects and incorporate more senior education faculty from Dalhousie University and Saint Mary's University than any other Nova Scotia university. Mount Saint Vincent University enrolment targets for the teacher education program were set at 230 (Table 2) with the understanding that half would be at the secondary level and half at the elementary level.

Mount Saint Vincent University's elementary program continues to be well respected and has met enrolment targets (Table 3). Concerns were raised about the coherence and content of the secondary program, where enrolment has been slightly below target (Table 4). There is no alignment between the elementary and secondary programs.

Although Mount Saint Vincent University was given the responsibility for preparing art teachers, it has not attracted enough students to meet the suggested enrolment corridor of 15 to 25 students. Mount Saint Vincent University and the Nova Scotia College of Art and Design signed a formal Memorandum of Understanding (MOU) in 1997 which defines the relationship and procedures through which planning for the art program and courses will be undertaken. The degree to which this MOU is addressing all of the concerns is a matter of some disagreement between the two institutions.

Mount Saint Vincent University has a functioning advisory committee and enjoys close connections with the field, especially in the elementary area.

Mount Saint Vincent University has the largest graduate enrolment corridor of any Nova Scotia institution in education, at 126 in the general field of education, 25 in adult education, and 24 in school psychology, for a total target corridor of 175 (Table 2). They have surpassed their graduate enrolment corridors, with enrolments of 800 off campus and 250 on campus students. Full-time enrolments in 1999-00 stood at 56 and part-time enrolments reached 810 (Table 4). Five of the off campus cohorts are in province and eight are out of province, in Newfoundland, Prince Edward Island, Ontario, Bermuda and Jamaica. Graduate work has expanded rapidly and to an amazing degree, considering the

size of the faculty. In 1996, there were 87 graduates; in 1997, 140, in 1998, 153, and in 1999, 231, and 260 estimated for 2000 (Table 4). The growth has been in literacy, adult education and curriculum. Graduate programs are run through the Department of Education, with the administrative assistance and support of the Department of Distance Learning and Continuing Education, plus sessional appointments to support off-campus delivery. Faculty teach them as part of their regular teaching load and overload. Concerns were raised that the demands of the graduate program detracted from the resources available for the B.Ed. program and that offshore programs detracted from graduate work in Nova Scotia. Mount Saint Vincent University aspires to lead a doctoral program in education.

The Department of Education at Mount Saint Vincent University has never undergone an external program review.

St. Francis Xavier University

Education is a department within the Faculty of Arts at St. Francis Xavier University. There are 16 full-time faculty plus part-time appointments amounting to 3.2 full-time equivalents, for a total of 19.2 full-time equivalent faculty positions (Table 1). A great deal of excellent new hiring has taken place. The faculty at St. Francis Xavier University has been almost entirely replaced since the Shapiro Report. The university has worked hard to develop a new 2-year B.Ed. program following the recommendations of the Shapiro and CONSUP reports. Faculty members are very committed to the pre-service program and it seems to be functioning well. There is a good sense of mission and cooperation among the faculty; communication between students and faculty is welcome and open. Given the dire situation that St. Francis Xavier University faced, they have responded remarkably well and produced an exemplary B.Ed. program. They have exceeded their undergraduate enrolment corridor of 180 (Table 2). Enrolment in 1999-00 reached 218 (Table 3), and they face continuing high student demand. They are working hard to attract and accommodate Mi'kmaq student teachers.

There is a target of 30 physical education students at St. Francis Xavier University, a target which has been met. These students are integrated in either the elementary or secondary programs, with practica in both elementary and secondary panels.

Relations with the field are much improved. While the constraints of developing a new program limit what can be achieved in a short time, boards are aware of efforts to expand outreach. The Advisory Committee (XTEAC) includes two representatives from each of the four school boards with which they work most closely, including the Mi'kmaq Board.

Faculty members have heavy work commitments in the pre-service program but still participate modestly in graduate work, especially during the summer term. They about meet their graduate enrolment target of 78.5 (Table 2), with enrolments of 10 full-time and 220 part-time students (Table 4). The moratorium on graduate admissions was lifted

only in 1997, and most students are part-time. As a result, only 10 have graduated so far (Table 4) and we expect graduate enrolments will grow. Programs in educational administration are offered at ten regional sites in the province, and are provided through distance delivery in Newfoundland and Yellowknife. Most faculty are actively engaged in research, although heavy workloads in teacher education are seen to threaten future productivity.

A recent external review of the department (July 1999) was very favorable, pointing to the "exciting new beginning" the program has had, and the "whole hearted way in which they have embraced their many responsibilities."

Université Sainte-Anne

Université Sainte-Anne is the only Acadian, Francophone university in the province and has particular importance for the maintenance of Acadian culture and language. The university is small, with 312 regular students and vibrant immersion programs funded, in part, by Canadian Heritage. The Education Department reports directly to the Academic Vice-President. It has five full-time faculty, down from eight in 1994-95, and part-time faculty amounting to 1.5 full-time equivalent positions, for a total of 6.5 full-time equivalent faculty positions (Table 1). The isolation of the campus appears to be contributing to their current enrolment difficulties and their inability to retain faculty.

Université Sainte-Anne prepares French teachers for the Conseil Scolaire Acadien Provincial, for immersion programs and for core French. The university has had considerable difficulties adjusting to the Shapiro recommendations. It is difficult to mount the comprehensive B.Ed. program recommended by Shapiro with the small full-time faculty complement that is available. Université Sainte-Anne has a B.Ed. program heavily focused on curriculum and practice. The administration and faculty would prefer a return to the 5 year integrated program along with a post baccalaureate two-year program and has advanced a proposal to MPHEC in that regard.

Université Sainte-Anne is experiencing difficulties in attracting sufficient education students and they are unable to meet the demand for French teachers in the province. Enrolment in 1999-00 was 38 (Table 3), slightly below one quarter of the designated enrolment corridor of 160 for B.Ed. students in the first and second year (Table 2). Their students are a lively group who are committed to the program.

The Conseil Scolaire Acadien Provincial values the graduates of Université Sainte-Anne and the resource the Education Department represents for Francophone education. However, the Department's ability to respond is limited and at the moment, it does an insufficient amount of outreach. There is a dispute about whether outreach activities should be included in the workload of faculty members.

Université Sainte-Anne has no graduate program of its own, despite a government funding corridor of 32 graduate students (Table 2). Mount Saint Vincent University tried to work collaboratively with Université Sainte-Anne to establish a masters program (particularly concentrating on literacy), but this initiative was not supported by the Université Sainte-Anne administration, given the lack of resources in the Department. Some faculty are active researchers and act as readers on graduate theses at other institutions.

University College of Cape Breton

University College of Cape Breton was mandated by the Shapiro report to continue providing professional development for certified teachers in the province. The university has a program director in Extension and Community Affairs, the section that offers courses and programs in Education. University College of Cape Breton does not have a formal Faculty of Education but follows an alternative learning model whereby faculty from across the institution (including tenure track faculty members) are charged with the responsibility for the delivery of teacher education programs and research related to education. As well, adjunct faculty members from outside the institution may be hired to teach specialized courses. University College of Cape Breton does not have any permanent faculty with a doctoral degree in education assigned full-time to program development and research in Education.

University College of Cape Breton has an excellent record in the provision of non-credit professional development of teachers. They work closely with local school boards on teacher professional development in areas identified by the boards, for example, technological literacy and entrepreneurship. Through the Mi'kmaq Institute housed on campus, they have worked closely with the Mi'kmaq community. They have developed partnerships with public and private institutions to fund these activities.

Three graduate diploma programs in curriculum, counseling and technology have been offered on a cost recovery basis. These diplomas are certified by the Nova Scotia Department of Education for teacher license reclassification. University College of Cape Breton has been attempting to develop a masters degree program in association with other institutions, and is presently in the final stages of planning an M.Ed. in instructional technology in partnership with Memorial University of Newfoundland (as this report goes to press, students were being admitted to this program for the Fall 2000 session) . They have been extremely frustrated by the unwillingness of other teacher education institutions in the province to work with them, and in particular, with their exclusion from membership in ICTE.

# CHAPTER 2

## PRE-SERVICE PROGRAMS IN NOVA SCOTIA

The Shapiro Report made a number of recommendations regarding the Nova Scotia B.Ed. program. The meaning of the recommendations was made more specific by CONSUP and its Academic Transition Committee in interaction with the NSCHE. The consequent CONSUP Report on Academic Transition for Teacher Education (June, 1995) recommended that the B.Ed. program in Nova Scotia universities involve two academic years of study comprising both university instruction and field placement. The content would include:

i) the context of public education (social foundations);

ii) human development and the learning process (educational psychology and special education);

iii) the act of teaching (theory and practice of curriculum);

iv) the professional context (teaching philosophy, ethics, relationship to stakeholders in education, professional organizations, life-long learning);

v) a supervised practicum of at least 16 aggregate weeks

Enrolment corridors were specified for each institution as set out in the previous chapter. To be admitted, students needed a successfully completed undergraduate degree, normally with a 70% average. Elementary school teaching candidates required a generalist undergraduate degree with course work in a number of different subject disciplines. Secondary school teaching candidates required evidence of course work in two teachable areas, with a minimum of 30 credit hours in their first teachable subject and a minimum of 18 credit hours in their second teachable subject. In order to qualify for the specialty areas of Art, French, Music and Physical Education, potential teachers required 30 undergraduate credit hours in the subject.

The following universities were designated for the various specialist programs:

- Art: Mount Saint Vincent University in cooperation with Nova Scotia College of Art and Design
- Music Education and Technology Education: Acadia University
- Physical Education: St. Francis Xavier University
- French Language: Université Sainte-Anne

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### The Two Year Program

We have been convinced of the advantages of a two year post baccalaureate B.Ed. program at the four designated institutions. Nova Scotia has high quality teacher education programs of which it can be proud. These are programs that have been largely reorganized and are in some cases still being developed and changed. They need to be maintained and nurtured, not fundamentally reorganized again.

In meetings with the Review Team, faculty, students and field representatives generally expressed satisfaction with the two-year program, citing the quality of the graduates and level of their preparation for teaching, especially at a time when teaching is becoming an increasingly complex profession. Many were extremely enthusiastic about the new programs. Students in elementary education commented on the growth of confidence they had experienced because of the two-year program and extended practicum. Field representatives were particularly supportive of the two-year program.

**Recommendation 1**

**The two year B.Ed. program should be retained at Acadia University, Mount Saint Vincent University, St. Francis Xavier University and Université Sainte-Anne.**

During discussions at University College of Cape Breton, the issue of that institution having a teacher education program was raised. We are not convinced that at this time there is any need to expand the number of institutions offering pre-service teacher education.

**Recommendation 2**

**No new Nova Scotia institutions should be invited to offer a B.Ed. program.**

Our Team has come to the conclusion that Nova Scotia should continue to offer only a two year sequential program to prepare pre-service teachers. We accept the Shapiro rationale for a post-degree program. The education faculties and departments in Nova Scotia are too small and their faculty members too thinly spread to allow for a return to an integrated program. The development of integrated programs would limit accessibility for students from universities in Nova Scotia that do not have teacher education programs.

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We are not convinced that the choice of a two year program and an integrated program would increase enrolment at Université Sainte-Anne, as claimed. We are concerned about the quality of a five year integrated program given the resources presently available at Université Sainte-Anne. Furthermore, an integrated program could restrict the ability of Université Sainte-Anne students to take their teacher education and their undergraduate degree in different institutions.

**Recommendation 3**

**We do not support Université Sainte-Anne's view that it should offer a five-year integrated program.**

A two year program puts particular pressure on universities to ensure the soundness of their programs. Students and other stakeholders expressed concerns about occasional repetition of content between first and second years at some institutions. Education faculties and departments must ensure that the second year is not a repeat of the first year but rather offers different content and a chance for expansion and consolidation of "learnings". In order to make teacher education programs cost efficient, universities need to ensure articulation between their elementary and secondary programs, and appropriate integration of their specialist programs. Despite the consolidation brought about by the Shapiro report, the programs are still relatively small compared to others across Canada. Too much disaggregation into small cohorts of specialized subjects becomes inefficient for both students and faculty.

Quality and program organization needs to be monitored at the university level. Only St. Francis Xavier University has undergone a full program review. Such a review process should be instituted for Mount Saint Vincent University, Acadia University and Université Sainte-Anne.

**Recommendation 4**

**Acadia University, Mount Saint Vincent University and Université Sainte-Anne should initiate an external review of their Education programs. At Acadia University and Mount Saint Vincent University, these reviews should include consideration of the relationship between the undergraduate and graduate programs.**

The universities should also consider increased flexibility in how they offer their programs. At the moment, all teacher education programs are offered over two academic

years of eight months each. Sixty credits could be packaged in many different ways, over all twelve months of the year and using evenings and weekends. More ways of using and recognizing practitioners in instruction could also allow for more flexibility. Diversity among the programs would add to the strength of the system as a whole and could increase accessibility for those students who would benefit from a more consolidated and intense program. We feel that some increased flexibility in how programs are offered could enhance accessibility and improve cost efficiency.

**Recommendation 5**

**The institutions should be encouraged to consider introducing flexibility in how the two-year (60 credit) programs are offered.**

Universities are in a better position than governments to review and make decisions about their programs, and we offer the preceding observations for future deliberations at the university level.

**Specializations**

In some sense, all teachers have curriculum specialties, be they science, history, elementary education or music. However, Nova Scotia's history has produced enrolment corridors which include designations for some specialty areas and not others, without providing specific funding or unusual entry requirements for those areas. These areas have been tied to particular institutions, with the aim of ensuring that the resources and faculty available in the system are consolidated to produce a quality experience.

Art, Music, Physical Education, and Technology Education

The aim of the Shapiro Report was to ensure broad training for all teachers. In funding specialty programs at the same level as other areas, CONSUP and the government have not signaled any particular need for more elaborate programs of preparation in these areas. Our Team believes the entry requirements for having "a teachable subject" are key in determining the ability of a teacher to teach in any particular subject area. This subject preparation cannot be provided in the B.Ed. program. In our view, the B.Ed. program methodology courses should be specific for teachable areas but integrated into the overall teacher education program.

Furthermore, the designation of only one institution for preparation in each of these areas has led to a shortfall in the number of teachers prepared across the province in art and music. Specialized programs, except in the area of physical education, are all short of their targets.

We are not convinced that the choice of a two year program and an integrated program would increase enrolment at Université Sainte-Anne, as claimed. We are concerned about the quality of a five year integrated program given the resources presently available at Université Sainte-Anne. Furthermore, an integrated program could restrict the ability of Université Sainte-Anne students to take their teacher education and their undergraduate degree in different institutions.

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We recognize that faculty at Nova Scotia College of Art and Design have gone to extraordinary lengths to try to ensure quality preparation for specialized teachers of art in Mount Saint Vincent University's program. We commend this commitment, and share the belief that the province needs more well qualified art teachers and that the lack of art content in the curriculum of Nova Scotia schools is harmful to students. However, the current arrangement, whereby the program in essence remains at Nova Scotia College of Art and Design and is not well integrated into Mount Saint Vincent University's program, has meant low enrolment of students and the lack of shared vision of the program. Specialized courses in art education must remain as electives and possible principal teaching subjects in teacher education, ideally at all teacher education institutions. More integration of art education courses into the general program of teacher education would increase the availability of art for all teachers.

The program that Acadia University has developed in technology education seems to this Team to be an exemplary one, well connected to the field, well thought through and well administered. The program demands a great deal of those who enroll, and serves the important purpose of upgrading technology specialists to enter the teaching profession at a time when technology is being emphasized by the government. We commend those who have contributed to its development. While we would like to see the continuation and strengthening of this program, we do not believe that specialized enrolment corridors at the government level are necessary to this end, as they do not bring the extra funding that might be required for the program.

We have concluded that in the post-Shapiro era, it is no longer helpful to designate separate corridors for funding for art, music and physical education, nor is it helpful to designate a single university as responsible for preparation in these areas. All universities preparing elementary teachers should have some expertise in art, music, technology and physical education.

**Recommendation 6**

**We do not believe that separate "corridors" for funding in Music, Art, Physical Education and Technology Education are now necessary or helpful. These special enrolments should be folded into the overall allocation for each institution.**

We recognize that the accreditation system continues to grant special status to specialist teachers, and requires that they have practica at both elementary and secondary levels. We believe it may be possible to fulfill the practicum assignments within the regular B.Ed. program, as is done at St. Francis Xavier University in physical education.

We also recognize that compliance with this recommendation lies with the universities and not with the government.

French

Nova Scotia is experiencing a shortage of French language teachers and we consider that the maintenance of French and the Acadian traditions is critical. All teacher education institutions should be able to prepare teachers to offer French as a second language. St. Francis Xavier University has a viable program to prepare French second language core elementary and secondary teachers. Mount Saint Vincent University, if it offered more credits in French pedagogy (currently one 3-credit elective is insufficient) could have a viable elementary core French program. Acadia University, too, has the potential for a viable French second language core program.

**Recommendation 7**

**All teacher education institutions should be permitted to prepare teachers to offer French as a Second Language, if these institutions wish.**

Université Sainte-Anne needs to remain the institution that prepares French immersion teachers and French first language teachers because it is the only university where the language of instruction is French. Teachers in immersion programs need to learn to teach a variety of subjects in the French language.

**Recommendation 8**

**The preparation of French Immersion and French First Language teachers should remain at Université Sainte-Anne.**

We are concerned, however, that Université Sainte-Anne does not have on its faculty a qualified specialist in French second language methodology. Such a person would be key in the preparation of immersion teachers who need to be aware of second language approaches to teaching.

**Recommendation 9**

**Université Sainte-Anne should hire a qualified specialist in French Second Language methodology.**

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Université Sainte-Anne is currently not fully realizing its role in collaborating with other institutions and with the Nova Scotia Department of Education to prepare teachers in French.

**Recommendation 10**

**Université Sainte-Anne should collaborate more fully with other teacher education institutions, Collège de l'Acadie, and the Nova Scotia Department of Education in producing and servicing French teachers.**

Université Sainte-Anne should consider developing specific five course certificate programs for each of French first language, immersion and core teachers. These should include certificates and workshops to focus on subject areas including language arts/literature, history, science, math, etc., for both first language and second language teachers. Université Sainte-Anne should take greater advantage of the technical facilities and favourable geographical sites of College de l'Acadie in offering these certificate programs.

**Recommendation 11**

**The collaboration between Université Sainte-Anne and College de l'Acadie should include specific five course certificate programs directed at French First Language, Immersion and Core teachers.**

**The Practicum**

Students were unanimous in support of the lengthy practicum. All faculties are offering at least 16 weeks of school experience over two years. This practicum entails extra costs for the universities, but it offers opportunities for close and fruitful relations with the field.

As far as possible, each institution places students in their neighbouring schools. This is more convenient and less expensive for students, who can live at the university, and it builds links between particular universities and particular school boards. Concerns were raised about the lack of dispersion of student teachers to rural school boards and remote areas, and about the relative availability of practicum places in Halifax, compared to a lack of placements close to the other universities.

Rural school boards expressed concern that they did not have student teachers placed in their classrooms. This disadvantages these school boards in terms of the professional development that student teachers and their faculty supervisors bring. It also means that prospective teachers do not learn about teaching in rural areas.

These are issues that are best dealt with by ICTE in relation to the school boards. Other interested partners could be invited. More cooperation and communication is clearly necessary. The idea of a provincial placement agency appears to have merit and should be looked at in more detail by ICTE. Faculties should consider holding seminars with cooperating teachers at the board level in order to increase communication between school boards and universities.

We are concerned that a fund be established to cover some of the costs associated with practicum placements in rural and remote areas. It should be jointly administered by the school boards and the teacher education institutions. We feel that $100,000 per annum to be divided among the four institutions would make a substantial difference.

**Recommendation 12**

**As a transitional measure until the review of the funding formula, the NSCHE should provide special funding of $100,000 per year to support practicum placements in rural and remote areas, and this fund should be jointly administered by the Nova Scotia School Boards and the teacher education institutions.**

**Accessibility to Minority Groups**

The equal participation of minority groups in teacher education programs is a goal that remains unrealized, despite the goodwill of the faculties. We are particularly concerned about accessibility for African-Nova Scotians, Mi'kmaq, Acadians, and regional groups.

There is always a tension between separation and integration, but decades of practice elsewhere suggest that real gains require some special programs that involve a wide range of program delivery modifications and support services. It would be reassuring to see special resource rooms or student lounges, and elders in residence, that give identity and visibility to some of the targeted groups. University College of Cape Breton seems to be the only university with identifiable "Mi'kmaq programs", although St. Francis Xavier University has clearly made strong recruitment efforts that are recognized by the Mi'kmaq community. University College of Cape Breton has several undergraduate Mi'kmaq programs, for example the Elmitek or Access program, an Aboriginal Business Development Certificate, as well as a Mi'kmaq Resource Centre and a Mi'kmaq student

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lounge. In addition, University College of Cape Breton offers language courses for speakers and non-speakers of Mi'kmaq. With appropriate funding Nova Scotia versions of programs such as NITEP, at the University of British Columbia, NORTEP or SUNTEP in Saskatchewan, and Winnipeg Centre or PENT in Manitoba, could easily become a reality. Conditional grants and seed-money in this area have been very effective elsewhere, and could be in Nova Scotia.

The ICTE and the NSCHE should consider the feasibility of special programs, and other forms of support, being made available for students of Mi'kmaq and African-Nova Scotian ancestry who wish to become teachers. It seems advisable that two universities be identified for special responsibility for these groups, for example, St. Francis Xavier University for Mi'kmaq students, and Mount Saint Vincent University for African-Nova Scotian students.

The issue of accessibility should not be understood primarily as one of recruitment because it will often be true that the candidates will simply not be there. Rather the issue needs to be seen as a more holistic need that incorporates recovery to education of adult learners and special models of delivery that are attractive to, and supportive of, targeted learners. Any effort, however modest, can make a difference.

**Recommendation 13**

**We recommend the Nova Scotia Department of Education establish a fund of $100,000 per year, to be distributed by the Nova Scotia Council on Higher Education, to teacher education institutions with concrete proposals for program modifications to achieve higher levels of African-Nova Scotian and Mi'kmaq enrolments.**

### Enrolment Corridors

The existing corridors seem by and large to have served the province well. Despite the decrease in enrolment, there does not seem to be a shortage of teachers in Nova Scotia, except for a few subject areas, which are in a deficit position across the country.

We are aware that there is a draft paper on Teacher Supply and Demand (May 2000, Department of Education) that has been controversial and is still under discussion.

In the present situation of flux, it does not seem unreasonable to increase enrolment slightly, given the nation-wide concern about shortages, the continuing demand for teacher education in the province and the lead time involved in producing more teachers for the market.

St. Francis Xavier University is the only university that is enrolling substantially more students than its suggested corridor. Its original corridor was lower than Acadia University and Mount Saint Vincent University, as its program was under scrutiny. In recognition of St. Francis Xavier University's remarkable response to the challenge presented by the Shapiro report we believe that its corridor should be raised from 90 to 115 per year, a target equivalent to that of Mount Saint Vincent University and Acadia University.

**Recommendation 14**

**The B.Ed. enrolment corridor at St. Francis Xavier University should be increased from 90 to 115 per year (for a two year corridor of 230).**

Université Sainte-Anne is substantially underenrolled, with a corridor of 80 and an enrolment of around 20 for each year of the two year program. At the same time, the shortage of French teachers is acute. Université Sainte-Anne needs to attack its enrolment problems with energy and determination and make dramatic attempts to create partnerships. For example, they should take advantage of their excellent reputation in summer programs to establish themselves as a venue for French language teacher education. At the moment, some second language French teachers are currently being educated at the other institutions and we do not believe that Université Sainte-Anne will be able to raise enrolment to meet its corridor. We therefore recommend their corridor be reduced to 65 per year and that the other 15 places be allocated to Acadia University, Mount Saint Vincent University and St. Francis Xavier University, on the basis of 5 each per year in recognition of their existing enrolments in French.

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We believe that some structural changes to the system, including maintaining a single substitute list for all boards and encouraging boards to make offers of employment earlier, as other jurisdictions do, would alleviate any perceived under supply of teachers. The "just in time" approach to hiring works only for an "oversupply" market, which seems to be disappearing in Nova Scotia.

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Nova Scotia School Boards should commit to a centralized clearing house of qualified teachers and to offering positions in March, to avoid Nova Scotia teacher graduates being hired by other jurisdictions.

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# CHAPTER 3

# FURTHER EDUCATION FOR TEACHERS

## The Current Environment

Continuing, not just initial education of teachers, is critical for the long term health of Nova Scotia's educational system. Under the new certification requirements, teachers' professional development will be necessary for continuing certification. Teachers can achieve advanced levels of certification and consequent salary increases if they engage in masters or doctoral programs in education or a teachable subject, a graduate diploma of 30 course credits, a "certificate program" that is offered in cooperation with agencies outside the university and has been approved by the department of education, or an "integrated program" that represents a minimum of 30 credit hours of studies with three full graduate courses and has the approval of the Nova Scotia Department of Education.

## Masters Programs

The Nova Scotia Department of Education funds enrolment corridors in graduate programs at all four teacher education institutions, following the Shapiro recommendation that "All teacher education programs...participate in both graduate and undergraduate studies." Our Team believes the government has a responsibility to ensure Nova Scotian institutions are able to provide a reasonable share of the continuing graduate level education that will be called for by teachers, in order to encourage high standards and ensure that local research, policy and practice are discussed. Strong graduate programs encourage a climate of research and allow faculty members to engage in inquiry with experienced practitioners.

The graduate programs in education in Nova Scotia seem to be of good quality. The universities have all moved toward requiring a project rather than a research thesis for their graduate students, a move which we support. This makes the workload more manageable for faculty and students, brings Nova Scotia in line with other jurisdictions, and allows students to concentrate on answering professional questions using the literature, if they wish to do so. The quality of the programs has not suffered.

### Levels of Enrolment

The graduate funding corridors, based on full-time equivalent students enrolled per year, are 32 for Université Sainte-Anne, 78.5 for St. Francis Xavier University, 96 for Acadia University, and 175 for Mount Saint Vincent University (Table 2), giving Mount Saint Vincent University by far the largest share of graduate work in the province. University College of Cape Breton, as well as other institutions from outside Nova Scotia, are

offering graduate level education courses in the province without funding from the Nova Scotia government.

There seems to be some lack of clarity at the level of the universities about graduate funding. In fact, universities are funded for FTE students over two years at the masters level, although no university reports their graduate enrolment in these terms. Most students are studying part-time, as is quite appropriate for working professionals. Universities should report their part-time enrolments as full-time equivalent students, to make the monitoring of enrolment easier for them and for government.

Université Sainte-Anne has decided not to pursue graduate programs in education in light of its small faculty complement. The decision not to offer graduate programs is a responsible one, although it deprives French teachers of needed opportunities for professional development. The Review Team feels it is not appropriate for the government to continue to fund graduate programs that do not exist. Scarce graduate resources are more appropriately deployed supporting research, a doctoral program and an equalization of St. Francis Xavier University's masters quota, as recommended below. If Université Sainte-Anne needs more funding, it should be provided directly, not under the rubric of a non-existent graduate program.

**Recommendation 18**

**Université Sainte-Anne should no longer receive funding for graduate enrolments.**

We believe Acadia University has only recently met its enrolment target of 96 full-time equivalents. The method of reporting enrolments contributes to the difficulty in determining if enrolment targets have been reached. The graduate program has not expanded as quickly as at the other institutions. As it is administered through Continuing Studies, faculty members teach graduate courses mostly on an overload basis, at small stipends. There is little incentive for outreach at the masters level when workloads are already very heavy. It is important that Acadia University meet its enrolment target and maintain ongoing enrolments at the designated level.

Mount Saint Vincent University and St. Francis Xavier University are now enrolling more students than their enrolment corridors dictate. Recent increases have been dramatic. The numbers are high enough that even without an FTE calculation, it is clear to the team that enrolment corridors have been exceeded.

The amount over corridor and the recent increase is greatest for Mount Saint Vincent University which is enrolling 866 students in 1999-00 (Table 4). The program has expanded from a Nova Scotia based program of 87 graduates in 1996 (Table 4), to a program that takes place around Nova Scotia, in Prince Edward Island, Newfoundland,

Ontario, Bermuda and Jamaica. It graduated three times as many students in 2000 as it did in 1996. Mount Saint Vincent University is clearly committed to graduate education, both in the province and abroad. International connections are important. However, we are concerned that the real costs of graduate programs are not being met. We would like to see a review that examines how a faculty of 23 deals with such a large graduate population, and how tradeoffs are being made between pre-service teacher education and graduate programs (see Recommendation 4).

St. Francis Xavier University's education department enrolls 230 students with a corridor of 78.5 (Tables 2 and 4). Without FTE data for the 220 part-time students, the proximity of actual enrolment to the target level is not clear. As the moratorium on admission to the program was recently lifted in 1997, only ten students have graduated thus far (Table 4). The demand for educational administration programs at the graduate level and for providing these in locations around the province has strained the resources of the department. Graduate programs are administered centrally, and graduate teaching is often done on an "overload" basis. As students reach the point in their programs where they need supervision, the workload strains on faculty will only increase. Faculty at St. Francis Xavier University need more resources to carry out the graduate work they are committed to providing, part of which could come from tuition revenue, and part of which should be built into their funding base.

**Recommendation 19**

**The "funded" graduate corridor at St. Francis Xavier University should be increased to 96.**

Tuition Revenue

There is a new, increasingly competitive environment for credit graduate programs in education in North America and around the world, as more educated teachers look for graduate programs, new technologies allow distance provision, and universities try to find cost generating activities. Universities in Canada, like Memorial University of Newfoundland and the University of Calgary, universities in other countries, like Nova Southeastern University and the University of South Australia, as well as private companies like Harcourt Brace, Educational Testing Service and the University of Phoenix, are trying to create or increase graduate enrolments in education in Nova Scotia. They are charging tuition fees that allow them to at least recover costs, in some cases to create revenues that can be used in other areas, and in the case of private companies, to make profits.

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There is a new, increasingly competitive environment for credit graduate programs in education in North America and around the world, as more educated teachers look for graduate programs, new technologies allow distance provision, and universities try to find cost generating activities. Universities in Canada, like Memorial University of Newfoundland and the University of Calgary, universities in other countries, like Nova Southeastern University and the University of South Australia, as well as private companies like Harcourt Brace, Educational Testing Service and the University of Phoenix, are trying to create or increase graduate enrolments in education in Nova Scotia. They are charging tuition fees that allow them to at least recover costs, in some cases to create revenues that can be used in other areas, and in the case of private companies, to make profits.

The new competition provides more opportunities for teachers to engage in graduate work, to read and to discuss with their peers the important issues in education. However, the quality of these programs is variable, and it is not clear at this point how many will be financially viable. It must be recognized that public funds in the form of tax deductions and sometimes school board subsidies are used to underwrite tuition, and that public money pays salary increases to teachers who complete these degrees. The regulatory environment in the province will need to continue to evolve to recognize quality under the new certification regulations.

Nova Scotia universities are handling the new market possibilities for graduate work in different ways. Tuition charges are set by each university for each program and currently range from $421 per half course at University College of Cape Breton, to $538 at Mount St. Vincent University (Table 5). International students and distance programs are appropriately charged more. It is important that graduate tuition cover the real costs of providing the program, after funded corridors are exceeded, and that fees are adjusted to cover out of province delivery.

**Recommendation 20**

**All institutions should consider setting higher tuition fees for their M.Ed. programs.**

How the revenue is handled within each university also varies. At Mount Saint Vincent University, revenues and expenses for off-campus courses are budgeted separately. Any net revenue goes to the University's general operating revenues. Faculty members therefore have an incentive to expand graduate work. At University College of Cape Breton, tuition revenues flow through the Institute for Education, which has the authority and capacity to utilize such revenue for reinvestment in program and curriculum development and expansion. At other universities, tuition goes to central administration or Continuing Education, and faculty therefore have less incentive for graduate work, as it is done "overload".

**Recommendation 21**

**Central administrations at each university should review the ways tuition fee revenues from graduate enrolments are shared with their respective Education Departments/Faculties.**

University College of Cape Breton is offering graduate courses on a cost recovery basis and is planning to introduce a masters degree. Its masters level diplomas respond to the

needs of their community, and the institution is enrolling an increasing number of students. However, the university has not hired full-time faculty members in Education with research as part of their mandate. This Team feels the quality of the experience students get will suffer as a result of this decision, and urges University College of Cape Breton to promote scholarship and research in education to complement the excellent connections they have with the field.

We note that Saint Mary's University presented to the Team a request for a joint proposal for a magisterial program in English as a Second Language. As the Team does not have the capacity to assess the need or the capacity of the institution to mount the program, we anticipate that Saint Mary's University will pursue the normal approval channels through the MPHEC and the NSCHE.

**Recommendation 22**

**Any institution contemplating new graduate programs in Education should submit such proposals to the MPHEC and, if required, to the NSCHE for program approval and funding.**

These observations are based on a very preliminary look at the quality and the organization of graduate programs at each institution. We recognize that it is the purview of the universities, not the government, to undertake reviews that examine the balance of graduate and teacher education work and monitor the quality of their programs. We encourage such internal reviews, as recommended in the previous chapter.

Specialization and Cooperation

At the moment, each university funded for graduate work has particular areas of concentration. Some of this is built into the funding formula and some of it has been decided by ICTE. St. Francis Xavier University is designated as the lead institution in educational administration by ICTE. Acadia University is designated by ICTE to offer programs in counseling, special education, curriculum and leadership. Mount Saint Vincent University is funded specifically for adult education and school psychology, and is designated by ICTE to be the lead institution in literacy and curriculum.

In counseling psychology, educational administration and adult education, subjects which are not taught within the pre-service teacher education program, it is appropriate to designate single lead institutions. However, in basic curriculum and foundational areas in which all faculties must offer courses, this specialization is less clearly useful. Some competing programs can provide choice for teachers in different areas of the province. More collaboration would allow broadly available programs to draw on faculty members

The new competition provides more opportunities for teachers to engage in graduate work, to read and to discuss with their peers the important issues in education. However, the quality of these programs is variable, and it is not clear at this point how many will be financially viable. It must be recognized that public funds in the form of tax deductions and sometimes school board subsidies are used to underwrite tuition, and that public money pays salary increases to teachers who complete these degrees. The regulatory environment in the province will need to continue to evolve to recognize quality under the new certification regulations.

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from different institutions and allow more faculty members to participate in graduate work.

**Recommendation 23**

**Acadia University, Mount Saint Vincent University, St. Francis Xavier University and Université Sainte-Anne should improve cooperation amongst faculty members with respect to the lead institution status enjoyed by Acadia University (Counseling and Special Education, Curriculum and Leadership), Mount Saint Vincent University (Adult Education, School Psychology and Literacy), St. Francis Xavier University (Administration) and Université Sainte-Anne (French Language). Each of these specializations should be made more geographically accessible, through inter-institutional collaboration.**

**The Research Base**

Research is part of the expected work of faculty members in all four Departments of Education. However, there is no provincial research fund to encourage educational research in the province, although the Shapiro Report recommended such a fund.

The existence of disciplined inquiry into educational policy and practice, along with its publication and scholarly discussion, provides an important reason for placing teacher education in universities. Research faculty act as receptors for global knowledge; they also develop new knowledge. Being engaged in scholarly activity encourages thoughtful reflection on education; it provides information and understanding that is central to practice and policy. While scholarship informs teacher education programs, it has particular importance at the graduate level, where students learn to locate, understand and use research about education.

Research is becoming even more critical as globalization speeds up the communication of information, and the federal government recognizes the place of research in a "knowledge economy." Nova Scotia universities need to capture their share of the federal funding for educational research, and participate in inquiry and debate about Nova Scotian education. The universities will be able to attract and retain the best faculty members if their research climate and graduate programs are healthy.

Well known researchers are found among the ranks of faculty at Acadia University, Mount Saint Vincent University, St. Francis Xavier University, and Université Sainte-

Anne. A scan of the curricula vitae of faculty members revealed a variety of publications, from books to refereed articles to research reports, on a wide range of topics, from the history of education to First Nations education to assessment issues. There is a particular emphasis on professional inquiry.

Over the past few years, each university has brought in some research dollars from the federal granting councils, although we are not convinced that they are as active in pursuit of funding as they might be. The research climate was a matter of concern for faculty members and for this team, at each institution. In the rush to teach more students, research and publication can easily be overlooked.

We believe the situation needs immediate attention as graduate programs expand, especially at the doctoral level. Buyout time for funded research, seed funding at the university level, more awareness of research opportunities, mentoring and protection of new faculty members are important.

The government can encourage and support these efforts by establishing the kind of fund the Shapiro Report recommended for research on the province's schools. We believe that such a fund would improve the research climate and improve links between researchers and practitioners in the province as they work together to understand key issues.

We suggest the fund be administered by a board representing key partner groups including the Department of Education, school boards, NSTU and each of the universities. Grants themselves should be allocated following a peer review process.

**Recommendation 24**

**A Provincial Education Research Fund of $250,000 per year should be established. This fund should be co-administered by a partnership of the Nova Scotia Department of Education, School Boards, NSTU and the universities.**

**Doctoral Degree**

No doctoral program in Education is currently funded or approved at any Nova Scotia university. The doctoral program in Education at Dalhousie University ceased admitting students following the recommendation of the Shapiro Report.

The closest residential degree is a program at the University of New Brunswick. Students who have the resources and life conditions that allow them to travel can get degrees in other provinces and in many places around the world. There are distinct

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advantages to studying in a well established doctoral program on a full-time basis in a new environment.

However, many potential students cannot or will not be able to study out of province for the two year residency that is usually required and we believe a doctoral program in Education should be available in Nova Scotia. The existence of a doctoral degree program has an important impact on the research climate at universities and the status of faculty members in the international market. Teachers in the province would benefit from opportunities for advanced study, and the level of research and discussion in the province would improve.

In doctoral work, as in the area of magisterial degrees, off shore provision of degrees is becoming a reality. Students in Nova Scotia can now enroll in an Australian degree, which employs Nova Scotia faculty members as instructors and requires only a short residency out of province.

The primary barrier to developing a degree program seems to be the inability of the three major institutions—Acadia University, Mount Saint Vincent University and St. Francis Xavier University—to cooperate. A provisional outline for a doctoral program was developed in October 1998, but no progress has been made in taking any proposal to a university Senate or to the government for funding.

The Team struggled with the appropriate recommendation in this area. We heard well argued representations that Mount Saint Vincent University, which has the largest graduate program, a track record of encouraging new graduate programs, the most faculty members, and an administration that is supportive of a doctoral program, should simply develop their own program in order to ensure that something happens. We also heard a strong desire from other universities to be involved in doctoral work and a fear that if they were not involved on the ground floor, they would become second rank institutions. On balance, we are convinced that a collaborative program would best serve the province. The expertise in Nova Scotia is widely dispersed, with excellent faculty members at the three institutions, and foci at St. Francis Xavier University and Acadia University (e.g. in educational administration and leadership) which are simply not available at Mount Saint Vincent University. While faculty members at other institutions might be involved, even if the degree were housed at Mount Saint Vincent University, we fear the harm that would be created for the other faculties by the implicit hierarchy. We believe developing a joint program is feasible, as a joint doctoral program is in place in Ontario, between the University of Western Ontario, Brock University, University of Windsor and Lakehead University.

What is needed is an active commitment to developing a program proposal in a timely way, and clear decisions at each institution as to whether they will or will not support it. It must be recognized that some university senates may choose not to participate and this

is acceptable as long as a clear choice on a concrete proposal has been made. The government must make clear that if agreement on a proposal is not forthcoming, neither is funding.

**Recommendation 25**

**Acadia University, Mount Saint Vincent University and St. Francis Xavier University should quickly develop a joint doctoral program in Education. This program should be funded at up to six students a year as soon as all three universities can agree on a proposal (see Table 2).**

### Continuing Non-Credit Education

Funding for non-credit professional development and certificate programs comes through budgets for professional development at the school boards, the Department of Education, the Federal Government, partnerships with the private sector, the NSTU, as well as through teachers' own resources. All universities play some role in non-credit professional development.

The four universities in teacher education have, and expect to have, only a limited role in the non-credit continuing professional development of teachers. Although many faculty members do workshops and professional days for teachers, and some do a large number, this is not central to their university careers. Limited faculty involvement in professional development is appropriate given that priority should be placed on pre-service programs, masters students and research.

Knowledge of, and involvement with, school boards and NSTU decisions about professional development is, however, useful for the universities, the school boards and the NSTU. We note the very real need for professional development opportunities for French teachers in Nova Scotia. Professional development should continue to be funded primarily by the boards and the teachers, but university faculty might be willing to play an increased role if communication were better.

**Recommendation 26**

**The Nova Scotia Department of Education, the Nova Scotia School Boards and the NSTU should identify gaps in professional development opportunities and enter into discussions with the universities to provide individual and collaborative measures to meet these.**

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# CHAPTER 4

# CERTIFICATION, GOVERNANCE AND FUNDING

The Shapiro Report made several recommendations that were designed to make the teacher education system more coherent and accountable and increase linkages between university based teacher education programs and the field. This review is part of that process, promised by the government when the Shapiro recommendations were implemented. We are convinced that Nova Scotia needs mechanisms in place to monitor and adjust its teacher education programs in an ongoing way, rather than relying on periodic external reviews. A system of governance that promotes ongoing dialogue among the partners will ensure renewal and change.

## Certification

Certification was far and away the most frequently mentioned issue as the Team talked to universities and partner groups around the Province. In a nutshell, at the moment, as a result of the Shapiro report, Nova Scotia universities are required to offer post-degree programs in teacher education that are two years in length, whilst one year programs offered by universities outside the Province qualify students for the same level of certification as teachers (TC 5). This is seen as unfair by students who graduate from Nova Scotia universities, by teacher educators in Nova Scotia, and by school boards.

Bringing about changes in certification has been complicated because of the necessity to bring the NSTU and the Provincial Government to agreement. However, at this time, we understand that a report has been approved by both, and is in the process of being implemented (Teacher Certification in Nova Scotia: The Report of the Teacher Certification Review Committee, October 1998 [Draft]). This report will allow teachers who have been qualified in other jurisdictions to obtain an "initial certificate," to teach in Nova Scotia as long as they have 90 credit hours of academic work, and 30 hours of teacher education. We were told this would be a "bridging" certificate, including a requirement to show that serious efforts are being made to complete another 30 credits of teacher education courses within four years. The same minimum standard will be in place in every province in Canada, due to an interprovincial labour mobility agreement confirmed by the Council of Ministers. In order to receive permanent certification in Nova Scotia, teachers will need to have 60 hours of teacher education courses, the standard recommended by Shapiro and in place in all teacher education programs in the Province.

The new certification scheme will end the disconnect that has been in place between teacher education and certification requirements, and is long overdue. We have serious concerns about the time frame for the implementation of the report (Recommendation 5,

page 28 of the above cited Report). This recommendation allows for a seven year window before full implementation is realized. In our opinion, this is too much lead time and leaves in place an unfair situation for too long. Admissions criteria for teacher education will not change, therefore a two year window should be sufficient. The inequities of the present system are manifest and need to be addressed in a timely manner.

**Recommendation 27**

**We recommend that the new certification requirements be implemented as soon as possible. We further recommend that the transition time of seven years before full implementation of the regulations be reduced to two years, to end the disconnect which exists between teacher education in Nova Scotia and teacher certification.**

**Governance: Relations Between Universities and Other Partners**

The Post-Shapiro Review Team sees the certification issue as an example of a more general problem: the lack of coordination between the stakeholders of the P–12 system, and the stakeholders of the university teacher education programs.

Relations Between Universities and the Field

Relations with the field and among universities were an important focus of the Shapiro Report. They appear to have improved over the past five years. Universities have made real efforts to reach out to practitioners, despite the difficulties of doing so. There is, however, still room for improvement.

Relations between universities and partners take many different forms, some of which are under the control of universities. The organization of practica can involve substantial interaction with the field at the level of the board and the school. Hiring exemplary practitioners into the universities as sessional instructors brings knowledge of the system into the universities, and allows those in the field to understand and appreciate the university environment. The appointment of external Advisory Committees, as recommended by Shapiro, has encouraged communication and good will in the field, especially when such committees are chaired by a person at arms length from the university. Collaborative research projects can encourage knowledge and respect among the partners. We recognize that these things are happening, and encourage more of them.

As well as urging more university based initiatives to improve field/university relations, the CONSUP Report on Academic Transition for Teacher Education (23 June 1995),

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based on the implicit view of the Shapiro Report, recommended setting up a Provincial Advisory Committee on Teacher Education that would encourage all partners to meet (Appendix Five of the above cited report). This has never been implemented. We understand the reluctance to set up one more committee unless it is absolutely necessary. However, given the misunderstandings and lack of coordination we found in the system, we recommend that a more formal mechanism for linking teacher education institutions to the other stakeholders in the system be set up. The membership and mandate of such a committee would need to be carefully considered and we encourage the Minister to revisit the idea.

**Recommendation 28**

**The Minister should establish a new committee, or mechanism, with a clear mandate for monitoring and proposing policy changes with respect to teacher education programs. This mechanism probably should include the participation of at least the following: present members of ICTE, other members of CONSUP with a strong interest in teacher professional development (University College of Cape Breton, Nova Scotia College of Art and Design), the Department of Education Program Branch, NSCHE, Nova Scotia School Boards and NSTU.**

Other mechanisms for coordination are possible, and some are highly charged politically because they alter the balance of power between the teaching profession, the government and the universities. Two provinces (British Columbia and Ontario) have moved to a College of Teachers which can have powers like approving teacher education programs, certifying teachers and overseeing the continuing certification and professional development of teachers. While this is one option, determining the appropriate mechanism for Nova Scotia must fall not to outsiders like ourselves, but to stakeholders in the system.

Relations with the Department of Education

We feel there has not been enough communication between the Department of Education and the universities in the area of teacher education. There have been two department committees involving ICTE: one on certification (MACTC) and one on the supply and demand of teachers. We think that these issues will continue to be controversial, and a more ongoing communication would be useful to monitor certification requirements and enrolment corridors with their funding implications. The large committee recommended above would provide a context for such communication.

Relations Among Universities

At the moment, communication among universities about teacher education has taken place through ICTE, whose members include only those universities providing undergraduate teacher education programs. The ICTE has provided a useful venue for those institutions that offer teacher education to communicate and resolve differences of opinion, as well as to cooperate on joint projects like the joint doctoral proposal, the new requirements for a M.Ed. degree, the coordination of lead institution status for magisterial programs and so on.

The status of ICTE as a formal subcommittee of CONSUP is disputed. University College of Cape Breton is particularly irritated at not being a member, given its involvement in teacher education in areas other than pre-service teacher preparation. CONSUP needs to revisit its relationship to ICTE. It is clear to our Team that other universities do have a stake in teacher education, even if they do not offer initial teacher education programs. The other universities offer or may develop graduate and diploma programs for teachers, and the requirements for entry into teacher education have an impact on the programs their students will pursue. The views of these universities should be represented more forcefully than they are now, and communication of ICTE deliberations and decisions should be more widespread. A newly constituted committee for teacher education, with subcommittees which deal with specific issues such as research, graduate programs and initial teacher education, seems to be in order. The membership of this latter subcommittee would include the present membership of ICTE.

**Recommendation 29**

**Recognizing that Dalhousie University, Nova Scotia College of Art and Design, Saint Mary's University and University College of Cape Breton all have a "stake" in teacher education, CONSUP should establish a mechanism whereby issues with respect to teacher education can be more adequately addressed by all interested parties.**

## Funding

Since the Shapiro report, a new funding arrangement has been established in the Province. The new funding formula is based on a blend of costing and enrolment information from the pre-Shapiro and post-Shapiro eras. Undergraduate (pre-service) teacher education is assigned in this new scheme to the Alpha 2 costing bin.

The assignment of Education to the Alpha 2 bin in the new funding formula was raised fairly often as a concern in the post-Shapiro presentation meetings. We as a Team had

based on the implicit view of the Shapiro Report, recommended setting up a Provincial Advisory Committee on Teacher Education that would encourage all partners to meet (Appendix Five of the above cited report). This has never been implemented. We understand the reluctance to set up one more committee unless it is absolutely necessary. However, given the misunderstandings and lack of coordination we found in the system, we recommend that a more formal mechanism for linking teacher education institutions to the other stakeholders in the system be set up. The membership and mandate of such a committee would need to be carefully considered and we encourage the Minister to revisit the idea.

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The status of ICTE as a formal subcommittee of CONSUP is disputed. University College of Cape Breton is particularly irritated at not being a member, given its involvement in teacher education in areas other than pre-service teacher preparation. CONSUP needs to revisit its relationship to ICTE. It is clear to our Team that other universities do have a stake in teacher education, even if they do not offer initial teacher education programs. The other universities offer or may develop graduate and diploma programs for teachers, and the requirements for entry into teacher education have an impact on the programs their students will pursue. The views of these universities should be represented more forcefully than they are now, and communication of ICTE deliberations and decisions should be more widespread. A newly constituted committee for teacher education, with subcommittees which deal with specific issues such as research, graduate programs and initial teacher education, seems to be in order. The membership of this latter subcommittee would include the present membership of ICTE.

**Recommendation 29**

**Recognizing that Dalhousie University, Nova Scotia College of Art and Design, Saint Mary's University and University College of Cape Breton all have a "stake" in teacher education, CONSUP should establish a mechanism whereby issues with respect to teacher education can be more adequately addressed by all interested parties.**

## Funding

Since the Shapiro report, a new funding arrangement has been established in the Province. The new funding formula is based on a blend of costing and enrolment information from the pre-Shapiro and post-Shapiro eras. Undergraduate (pre-service) teacher education is assigned in this new scheme to the Alpha 2 costing bin.

The assignment of Education to the Alpha 2 bin in the new funding formula was raised fairly often as a concern in the post-Shapiro presentation meetings. We as a Team had

considerable sympathy with the objection to the Alpha 2 bin for Education. The data are not based on the specifics of the new Nova Scotia program, which is an expensive one, with extensive field experiences and outreach costs. If Education were put in the Beta costing bin, the consequences would be salutary for the programs (Table 6). We urge the Nova Scotia Department of Education to revisit the funding formula in the medium term and in the short term to revisit some specific issues.

**Recommendation 30**

**The NSCHE should pay particular attention to the costing (weighting) assigned to Education the next time the funding formula is revised, and consider whether the 2 year program now merit a Beta costing (weighting).**

Transitional Salary Costs

The new funding formula has had a negative effect on agreements that Mount Saint Vincent University had worked out in the previous funding regime in order to provide an academic home for senior faculty who had been assigned to Mount Saint Vincent University from teacher education programs which were closed (especially Dalhousie University). We feel that the concerns raised by Mount Saint Vincent University have merit and should be addressed by the NSCHE. In order to address them, the NSCHE will require comparative faculty cost data from the universities.

**Recommendation 31**

**The perceived inequality resulting from Mount Saint Vincent University having to incur substantially higher average costs because of hiring greater numbers of senior professors from the hiring pool should be investigated by the NSCHE. The NSCHE should obtain costing and salary information (between 1995 and 2000) from Acadia University, Mount Saint Vincent University, St. Francis Xavier University and Université Sainte-Anne to document and resolve this issue.**

Capital Costs

The Shapiro report set in motion changes in the scale and scope of teacher education that had significant implications for space and therefore capital costs. Acadia University, Mount Saint Vincent University and St. Francis Xavier University raised these concerns

with our Team. In our view, the strongest case is that raised by Mount Saint Vincent University. We feel that universities with capital cost concerns should submit a detailed proposal to the NSCHE and that these proposals should be reconsidered without prejudice.

**Recommendation 32**

**Capital funding issues stemming from teacher education rationalization should be reconsidered. Each institution should supply the NSCHE with sufficient costing information to enable a fair resolution to the issue.**

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# APPENDICES

# APPENDIX 1, TERMS OF REFERENCE

**Review of**
**Teacher Education in Nova Scotia: An Honourable Past,**
**An Alternative Future, February 1994**

**Background:**

The report *Teacher Education in Nova Scotia: An Honourable Past, An Alternative Future* (hereafter referred to as the *Shapiro Report*) initiated a major restructuring of the provision of B.Ed and graduate degrees in Education in the Nova Scotia university system. Subsequent reports operationalized most of the key recommendations made in the *Shapiro Report*. These reports collectively set government policy and determined who will and will not deliver programs, and the general characteristics of these programs.

While there was a period of transition, the bulk of the recommendations were implemented in September, 1995. Thus the Nova Scotia universities now have four years of experience with the *Shapiro Report.*

In the interim there have been other processes which have indirectly impacted on Shapiro's recommendations. In particular, the development and application of a new funding formula in April, 1998 has resulted in changes to the funds allocated to Education programs.

The *Shapiro Report* and related, accompanying documents acknowledged that the "rationalization" of Teacher Education was an evolutionary process, which needed to be reviewed after a suitable passage of time.

A review of some areas of Shapiro's report and a re-examination of issues and consequences is now timely. However, there is no intention of revisiting the fundamental premise of the *Shapiro Report* that Teacher Education should be consolidated in four institutions (Acadia, St. FX, MSVU, USA) with UCCB having a role in professional development of certified teachers.

**Terms of Reference:**

(1) Should the present, sequential model of providing teacher preparation programs be continued for all of the specialist disciplines and language groups? Is the present two year B.Ed still advantageous from the perspective of educating quality teachers and from the point of view of accessibility and cost?

(2) What model or provincial structure would best support students pursuing their practicum, and how could this structure be achieved in cooperation with the seven school boards?

(3) Are the enrolment "corridors" for B.Ed and Masters students, established for each of the institutions, still appropriate for the foreseeable future (five years) or should these be expanded or contracted?

(4) Are the current opportunities for the professional development of certified teachers adequate and appropriate?

(5) Is the research base, through Masters level work and faculty scholarship, expanding appropriately to meet the needs of the educational system?

(6) Should there be another administrative structure created to protect and preserve the system's interests, as distinct from those presently advanced through the Inter-University Council on Teacher Education?

(7) It is understood that in discussing the above issues with the review team, universities may wish to address the funding mechanisms and levels currently available to the institutions.

December 20, 1999

# APPENDIX 2, BRIEF BIOGRAPHIES OF THE REVIEW TEAM

**Dr. Jane Gaskell, Chair**

Jane Gaskell is a professor of Education in the Faculty of Education at the University of British Columbia. She received her Ed.D. in education at Harvard University and taught at Queen's University in Kingston before joining UBC in 1974. Her field is sociology of education. She has been president of the Canadian Society for the Study of Education, vice president of the Social Science Federation of Canada and on the board of the Social Sciences and Humanities Research Council of Canada. Her published books include Secondary Schools in Canada: the Report of the Exemplary Schools Project, Gender Matters from School to Work, Debating Dropouts: Critical Policy and Research Perspectives on School Leaving and Gender In/Forms Curriculum: From Enrichment to Transformation.

**Dr. Suzanne Majhanovich**

Suzanne Majhanovich is a Professor of Education in the Faculty of Education at the University of Western Ontario, London, Ontario, Canada. Her teaching and research interests centre on first and second language acquisition, teacher education of second language teachers, and education in a pluralistic society. She is the author of many articles and chapters on aspects of second language teaching and learning. She was the first author of a series of French second language texts for secondary schools and immersion programs, and has worked on many Ministry of Education curriculum documents in Ontario.

**Dr. Michael Tymchak**

Michael Tymchak is a Professor in the Faculty of Education at the University of Regina, and has just completed an eight year term as Dean of the Faculty. Prior to that he was Director of the Northern Teacher Education Program (NORTEP) for many years. Michael is currently Chair of a major Provincial Task Force and Public Dialogue on the "Role of the School", which will submit its final report to the Minister of Education in December, 2000. Michael's academic field is Philosophy, especially Ethics; he has taught in several colleges and universities in Canada, and Great Britain, over a lengthy career. He holds a Ph.D. in Philosophy from the University of Manchester, where he studied as a Commonwealth Scholar, and an Honours B.A. from the University of Saskatchewan, in History, with minors in Philosophy and Greek. Amongst other studies, he is author of the *Saskatchewan Internship and Field Experiences Review*, which he conducted for the Saskatchewan Teachers' Federation in 1988.

# APPENDIX 3, DOCUMENTS AVAILABLE TO THE REVIEW TEAM

**Materials and Papers Received by the Post-Shapiro Review Team**

1. Memo to Tom Rich from Bob LeBlanc re Request for the Post-Shapiro Review, February 1, 2000.

2. *UCCB's response to the Post-Shapiro Review*, February 7, 200.

   Fax to Dr. Peter Rans from Ms. Coleen Moore-Hayes (enclosing) Notes from Rick Simms, March 7, 2000

3. Post-Shapiro Review: Response to the issues and submission to the Post-Shapiro Review Team by the Department of Education, St. Francis Xavier, University, February 8, 2000.

   Education Courses (Graduate and Bachelor), September 1998 to May 2000. Continuing Education Program

   6.4.4 Graduate programs for teachers.

   Summary Faculty Teaching Load 1999-00 (Education Department, St. Francis Xavier University).

   Full-time faculty at St. F.X.

   Part-time faculty (this academic year only)

   St. F. X. Space Up-grading Submission, Post-Shapiro Review Committee

   St. Francis Xavier Department of Education Departmental Review, *An Honourable Past and an Exciting New Beginning*, Report of External Reviewers, May 1999.

   Materials on ICTE and M.Ed. including:

   - letter to Dr. Harley d'Entremont from Hon. Robert S. Harrison, January 31, 1996
   - letter to Hon. Robert S. Harrison from Dr. Colin Starnes, February 20, 1997
   - letter to Dr. Sheila Brown from Dr. John Grant, January 7, 1998
   - letter to Honourable Robert S. Harrison from Dr. John Grant, January 7, 1998

- letter to Dr. John Grant from Hon. Robert S. Harrison, February 3, 1998
- letter to Hon. Robert S. Harrison form Dr. John Grant, April 9, 1998
- *Preservice Teacher Education* LEARNING OUTCOMES (undated)
- *Bachelor of Education Umbrella Curriculum*, ATC Report, April 25, 1995
- letter to Dr. Sheila Brown from Dr. John Grant, January 19, 1999
- Memo to Dr. Sheila Brown from Dr. John Grant, January 26, 1999
- Extract: Preservice Teacher Education, pp. 9-14, from *Teacher Certification in Nova Scotia*, October 1998
- letter to Mr. Lloyd Gillis from Dr. Jeff Orr, September 1, 1998
- letter to Dr. Jeff Orr from Mr. Lloyd Gillis, September 16, 1998
- Rationale for changing the M.Ed. to include a project option (undated)

4. *Post-Shapiro Review site visit to Mount Saint Vincent University*, The Meadows (collected bar graphs, statistics and department structure), February 9th, 2000

   Advisory Board to the Department of Education Mount Saint Vincent University, Annual Report, 1998-99.

   i. Letter to Susan Clark from Sheila Brown, February 17, 1998.
   ii. Memo to Presidents of Receptor Institutions in Teacher Education from Janet E. Halliwell, June 7, 1995, **re** Redistribution of A-base increments in Teacher Education.
   iii. Draft simulation of A-base adjustments (Dalhousie, Saint Mary's Mount Saint Vincent, Acadia, St. Francis Xavier), dated 10/12/95.
   iv. Excerpt from NSCHE costing schedule education transition.
   v. Comparison of faculty costs in departments of education (1998/99) (for illustrative purposes only).
   vi. Teacher Education in Nova Scotia: An Honourable Past, An Alternative Future, p.46 (with passages highlighted).
   vii. Folder: Mount Saint Vincent University Graduate Education Programs.
   viii. Admissions Viewbook, Mount Saint Vincent University.

5. School of Education, Acadia University, Post-Shapiro Review Team Visit, Thursday, February 10, 2000, Seminary House.

6. Université Sainte-Anne:

   Annuaire 1998-2000.
   Submission to the Post-Shapiro Review Team
   Proposition de nouveau programme, B.A./B.Éd.
   Proposition de nouveau programme, B.Sc./B.Éd.
   Statistiques: formation des professeurs de français

Letter to Peter Rans from Ian Richmond, March 24, 2000 (with accompanying materials):

i. Statistiques: Post-Shapiro Université Sainte-Anne, Département des sciences de l'éducation.
ii. Statistiques: Post-Shapiro Université Sainte-Anne, Langue maternelle et provenance des étudiants .e.s, 1995-96.
iii. Statistiques: Post-Shapiro Université Sainte-Anne, Langue maternelle et provenance des étudiants .e.s, 1996-97.
iv. Post-Shapiro Université Sainte-Anne, Langue maternelle et provenance des étudiants .e.s, 1997-98.
v. Post-Shapiro Université Sainte-Anne, Langue maternelle et provenance des étudiants .e.s, 1998-99.
vi. Post-Shapiro Université Sainte-Anne, Langue maternelle et provenance des étudiants .e.s, 1999-2000.
vii. École Jean-Marie Gay: Comité d'école consultatif, Réunion du mercredi 26 janvier 2000.
viii. Étudiant(e)s 1995-96 (programme et mineure) Département des sciences de l'éducation 1 - semestre.
ix. Étudiant(e)s 1995-96 (programme et mineure) Département des sciences de l'éducation 2 - semestre.
x. Étudiant(e)s 1996-97 (programme et mineure) Département des sciences de l'éducation Premier Semestre.
xi. Étudiant(e)s 1996-97 (programme et mineure) Département des sciences de l'éducation Deuxième Semestre.
xii. Étudiant(e)s 1997-98 Département des sciences de l'éducation Premier semestre.
xiii. Étudiant(e)s 1997-98 Département des sciences de l'éducation Deuxième semestre.
xiv. Étudiant(e)s 1998-99 Département des sciences de l'éducation Premier semestre (et Deuxième).
xv. Étudiant(e)s 1999-00 Département des sciences de l'éducation Premier semestre (et Deuxième).
xvi. Premier Trimestre
xvii. Programme: B.Ed. - Option enseignement à l'élémentaire.
xviii. Curriculum Vitae: (Dany Sheehy, Agnès Picolet-Crépault, Barbara LeBlanc, Mireille Baulu-MacWillie, Suzanne Allard)
xix. Letter to Peter Rans from Ian Richmond (enclosing) Statistiques - Post Shapiro Université Sainte-Anne, Statistiques/Étudiants: Post-Shapiro, Année universitaire 1995-96, B.A./B.Ed. Intégré, March 7, 2000.

7. NSTU Response to the Post-Shapiro Review of Teacher Education in Nova Scotia. A presentation to the Nova Scotia Council on Higher Education, Tuesday April 4, 2000.

   *Life On & Off the Job: A Time-Use Study of Nova Scotia Teachers* - Dr. Andrew S. Harvey and Jamie E. L. Spinney, March 2000.

   *Teacher Unionism for the Next Decade* - Anne Rodrigue, N.S. Teacher Union, (undated).

   *Different versions of Canadian Teacher Organization: Praxis Politics and Changes, An Atlantic View*, Anne Rodrigue, paper presented, Sherbrooke, June 11, 1999.

   NSTU Response to NSSBA Report on the Implementation of the APEF Core Curriculum, March 21, 2000.

8. Post-Shapiro Review of Teacher Education: Written Submission, Halifax Regional School Board, March 2000.

9. Review Committee on Teacher Demand and Supply, Minutes of Meeting of March 6, 2000.

10. Letter to Jane Purves from Elliot Payzant, Chairman, Southwest Regional School Board, March 27, 2000.

11. Letter to Dr. Susan Clark from M. A. MacPherson, Ph.D., January 19, 2000.

12. Teacher Certification in Nova Scotia: The Report of the Teacher Certification Review Committee, October 1998. [Draft]

13. Letter to Dr. Griffith, Dr. Orr, Ms. Jane Lewis, Dr. Manning, Dr. Richmond from Dr. Jane Gaskell, February 21, 2000.

14. Dalhousie University: Statement to Education Review Committee 2000, March 30, 2000.

15. *Brief to the NSCHE Committee to review the Shapiro Report*, presented by Saint Mary's University (undated), received by the NSCHE, April 18, 2000.

16. *Brief to the NSCHE Committee to Review the Shapiro Report* presented by the Association of Nova Scotia University Teachers (ANSUT), April 4, 2000.

17. *A Review of the Shapiro Report on Teacher Education: A Response Paper* from the Southwest Regional School Board (undated), presented April 4, 2000, by Anne Jones, Superintendent.

18. Fax to Susan Clark from Beth MacIsaac (Director of Human Resources, Cape Breton-Victoria Regional School Board), attached memo re Post-Shapiro Review of Education, April 4, 2000.

19. *NSCAD Brief - Post-Shapiro Review*, April 6, 2000.

    Letter to Dr. Peter Rans from Dr. Nick Webb, April 12, 2000 (attached Art Education Sub-Committee Report to the Academic Transition Committee, October 11, 1994.).

    Letter to Dr. Jane Gaskell from Dr. Nick Webb, February 14, 2000 (enclosed documentation on B.Ed., Specialist Art Program).

20. *Review Committee on Teacher Demand and Supply* (one page description of purpose and time frame, undated). Presented April 5, 2000, Maryann Ricketts, Director, Planning and Research, Department of Education.

21. Nova Scotia School Boards Association, Response to Post-Shapiro Review of Teacher Education in Nova Scotia, April 5, 2000.

22. CPF, Canadian Parents for French: *Review of Shapiro Report*, April 6, 2000.

23. Conseil scolaire acadien provincial

    *Written Submission Review of Teacher Education in Nova Scotia: An Honourable Past, An Alternative Future*, February 1994 and related documents (Post-Shapiro Review of Teacher Education), April 6, 2000.

24. Letter to Dr. Jane Gaskell from Nita Irvine, Chair, Disabled Person's Commission, May 3, 2000.

25. Proposal for a Ph.D. in Educational Studies from Interuniversity Council on Teacher Education, revised, October, 1998.

## Related Documents

The Shapiro Report itself was the initiating document for the re-organization of teacher education but a series of other reports, letters, statements and decisions revised the document, or operationalized most, though not all of the report's conclusions.

The emergent policies should, therefore, be regarded as a collective work in progress. Further, not all of the decisions or articulations of the issues were accepted by all of the stakeholders, and some of these continue to be a source of concern.

It should be noted that the Inter-University Council on Teacher Education has, de facto, been the body operationalizing some, although not all, of Shapiro's and other recommendations.

The following documents will inform the review:

1. Teacher Education in Nova Scotia: An Honourable Past, An Alternative Future (called Shapiro Report), February, 1994.

2. Reshaping Teacher Education in Nova Scotia - A Report from the Nova Scotia Council on Higher Education to the Minister of Education, March 1994.

3. Statement for the Minister of Education, Minister John MacEachern, April 15, 1994.

4. Memorandum to President Howard Clark, from Janet Halliwell re Action on Teacher Education Programs, April 22, 1994.

5. Rationalization of Teacher Education in Nova Scotia, Report of the Transition Committee on Resources, October 1994, (known as Cowan Report).

6. Progress in Reshaping Teacher Education, April 18, 1995.

7. An Honourable Past - An Alternative Future - Reprise, Teacher Education at St. Francis Xavier University, Report of the External Review Committee, April 1995, (known as Crocker Report).

8. CONSUP Report on Academic Transition for Teacher Education, June 23, 1995.

9. Memo to Presidents of Acadia, Mount Saint Vincent, St. Francis Xavier and Université Sainte-Anne re Base offer for Teacher Education Transition, May 26, 1995.

10. Letter to David Lawless, Chair, CONSUP re Teacher Education - Human Resource Transition and the CONSUP Report on the Academic Transition, November 14, 1995.

11. MPHEC Decision to lift Moratorium on M.Ed. Program at St. Francis Xavier, 1997.

12. Minutes, MPHEC Decision re Graduate Certificate and Diploma Programs, June 2,1997.

13. Letter to Dr. S. Riley from Marilyn Gaudet, July 11, 1997, re Graduate Diploma in Educational Administration and Graduate Diploma in Education in Curriculum.

14. Executive Summary and Final Report, *A Study of Technology Teacher Education in Nova Scotia* (Kaufman Report), May, 1997.

15. MPHEC decision re changes to the education programmes at Acadia University, MPHEC Minutes 165-B and 165-C, February 2, 1998.

16. Council Decision on placement and funding of Technology Education at Acadia University, May 14, 1998 letter from Susan Clark to Dr. K. Ogilvie.

17. March 18, 1999 letter from Susan Clark to CONSUP re Masters degree without thesis.

18. Recommendations on a New University Funding Formula for the Distribution of Operating Grants, a report of the Nova Scotia Council on Higher Education to the Minister of Education and Culture, March, 1998.

19. University Funding Formula Technical Report, a report of the Nova Scotia Council on Higher Education, May, 1998.

20. *Nova Scotia Public Education Teacher Demand and Supply*, 1999 Research Paper by the Nova Scotia Department of Education, to be released.

December 21, 1999

# APPENDIX 4, DATA TABLES –

## TABLE 1

### Education Faculty[1], July 1, 1999 to June 30, 2000

| | Full-time | Part-time (FTEs) | **Total (FTEs)** | Base Faculty Corridors in agreement with NSCHE |
|---|---|---|---|---|
| AU | 11[2] | 7.4 | **18.4** | 23.3 |
| MSVU | 20 | 3.0 | **23.0**[3] | 30.3 |
| SFXU | 16 | 3.2 | **19.2** | 14.0[4] |
| USA | 5[5] | 1.5 | **6.5** | 13.8 |

AU, Acadia University; MSVU, Mount Saint Vincent University; SFXU, St. Francis Xavier University; USA, Université Sainte-Anne

[1]data collected from the institutions. Positions do not necessarily equate to tenure track appointments.

[2]full-time complement includes two professors on sabbatical. In addition to the full- and part-time complement, a total of 7 faculty taught one or two courses.

[3]in addition to the full- and part-time complement, a total of 86 faculty taught 0.5 to 2 courses

[4]base faculty corridor increased by 4.5 positions, to 18.5, July 1997, in support of restoration of the graduate program (this includes a 0.3 position increase in undergraduate faculty)

[5]based on the submitted Curricula Vitae, one of these may not be a tenure track position

## TABLE 2

### Teacher Education Enrolment Corridors

### Existing Corridors[1] vs Recommendations of Post-Shapiro Review Team

| | Undergraduate (Pre-service) | | Masters | | Doctoral | | TOTAL | |
|---|---|---|---|---|---|---|---|---|
| | Existing | Proposed | Existing | Proposed | Existing | Proposed | Existing | **Proposed** |
| AU | 230.0 | 240.0 | 96.0 | 96.0 | 0.0 | 2.0 | **326.0** | **338.0** |
| MSVU | 230.0 | 240.0 | 175.0[2] | 175.0 | 0.0 | 2.0 | **405.0** | **417.0** |
| SFXU | 180.0 | 240.0 | 78.5[3] | 96.0 | 0.0 | 2.0 | **258.5** | **338.0** |
| USA | 160.0[4] | 130.0 | 32.0 | 0.0 | 0.0 | 0.0 | **192.0** | **130.0** |
| **TOTAL** | **860.0** | **850.0** | **381.5** | **367.0** | **0.0** | **6.0** | **1,181.5** | **1,223.0** |

AU, Acadia University; MSVU, Mount Saint Vincent University; SFXU, St. Francis Xavier University; USA, Université Sainte-Anne

[1]Halliwell memo, May 24, 1995. Data represents the sum of FTE enrolments in Year 1 and Year 2 of the two year program.

[2]MSVU's existing Masters corridor is comprised of 126 FTEs in the general field of Education, 25 FTEs in Adult Education, and 24 FTEs in School Psychology

[3]in addition to SFXU's existing Masters corridor, there are 36 FTEs in Adult Education based in a department that was not part of this review. These numbers are a product of changes resulting from the lifting of the graduate program moratorium and the subsequent audit of funding formula corridors.

[4]under the recommendation, USA would give up 10 undergraduate positions to each of AU, MSVU and SFXU

## TABLE 3

### Undergraduate (Pre-Service) Education Program Statistics

**A. First Year Enrolments**

| | AU | MSVU | SFXU | USA | System |
|---|---|---|---|---|---|
| 1994-95 | 62 | 46 | 99 | 24 | **231** |
| 1995-96 | 69 | 77 | 86 | 25 | **257** |
| 1996-97 | 90 | 98 | 86 | 18 | **292** |
| 1997-98 | 96 | 98 | 107 | 22 | **323** |
| 1998-99 | 128 | 115 | 107 | 15 | **365** |
| 1999-00 | 131 | 130 | 111 | 24 | **396** |

**B. Second Year Enrolments**

| | AU | MSVU | SFXU | USA | System |
|---|---|---|---|---|---|
| 1994-95 | 51 | N/A | 0 | 10 | **61** |
| 1995-96 | 58 | 46 | 0 | 25 | **129** |
| 1996-97 | 67 | 81 | 86 | 39 | **273** |
| 1997-98 | 82 | 94 | 86 | 21 | **283** |
| 1998-99 | 91 | 99 | 107 | 22 | **319** |
| 1999-00 | 121 | 115 | 107 | 14 | **357** |

**C. Elementary Education Enrolments**

| | AU | MSVU | SFXU | USA | System |
|---|---|---|---|---|---|
| 1994-95 | 63 | 46 | 49 | 16 | **174** |
| 1995-96 | 76 | 89 | 43 | 27 | **235** |
| 1996-97 | 94 | 97 | 86 | 28 | **305** |
| 1997-98 | 109 | 99 | 96 | 21 | **325** |
| 1998-99 | 119 | 105 | 107 | 22 | **353** |
| 1999-00 | 131 | 112 | 109 | 20 | **372** |

**D. Secondary Education Enrolments**

| | AU | MSVU | SFXU | USA | System |
|---|---|---|---|---|---|
| 1994-95 | 50 | N/A | 50 | 18 | **118** |
| 1995-96 | 51 | 34 | 43 | 23 | **151** |
| 1996-97 | 63 | 82 | 86 | 29 | **260** |
| 1997-98 | 69 | 93 | 97 | 22 | **281** |
| 1998-99 | 100 | 109 | 107 | 15 | **331** |
| 1999-00 | 121 | 133 | 109 | 18 | **381** |

**E. Total Enrolments**

| | AU | MSVU | SFXU | USA | System |
|---|---|---|---|---|---|
| 1994-95 | 113 | 46 | 99 | 34 | **292** |
| 1995-96 | 127 | 123 | 86 | 50 | **386** |
| 1996-97 | 157 | 179 | 172 | 57 | **565** |
| 1997-98 | 178 | 192 | 193 | 43 | **606** |
| 1998-99 | 219 | 214 | 214 | 37 | **684** |
| 1999-00 | 252 | 245 | 218 | 38 | **753** |

**F. Graduation Statistics**

| | AU | MSVU | SFXU | USA | System |
|---|---|---|---|---|---|
| 1994-95 | 58 | 61 | 99 | 30 | **248** |
| 1995-96 | 69 | 53 | 8 | 39 | **169** |
| 1996-97 | 66 | 77 | 86 | 77 | **306** |
| 1997-98 | 81 | 95 | 87 | 27 | **290** |
| 1998-99 | 92 | 98 | 98 | 26 | **314** |
| 1999-00 | 110 | 114 | 93 | 12 | **329** |

AU, Acadia University; MSVU, Mount Saint Vincent University; SFXU, St. Francis Xavier University; USA, Université Sainte-Anne

## TABLE 4

## Graduate Education Program Statistics

| A. Full-time Enrolments | | | | | |
|---|---|---|---|---|---|
| | AU | MSVU | SFXU | USA | System |
| 1994-95 | 17 | 24 | 0 | 0 | **41** |
| 1995-96 | 16 | 28 | 0 | 0 | **44** |
| 1996-97 | 25 | 29 | 0 | 0 | **54** |
| 1997-98 | 11 | 28 | 1 | 0 | **40** |
| 1998-99 | 23 | 50 | 8 | 0 | **81** |
| 1999-00 | 55 | 56 | 10 | 0 | **121** |

| B. Part-time Enrolments | | | | | |
|---|---|---|---|---|---|
| | AU | MSVU | SFXU | USA | System |
| 1994-95 | 33 | 180 | 83 | 0 | **296** |
| 1995-96 | 28 | 356 | 133 | 0 | **517** |
| 1996-97 | 33 | 389 | 196 | 0 | **618** |
| 1997-98 | 60 | 297 | 182 | 0 | **539** |
| 1998-99 | 38 | 444 | 222 | 0 | **704** |
| 1999-00 | 258 | 810 | 220 | 0 | **1288** |

| C. Total Enrolments | | | | | |
|---|---|---|---|---|---|
| | AU | MSVU | SFXU | USA | System |
| 1994-95 | 50 | 204 | 83 | 0 | **337** |
| 1995-96 | 44 | 384 | 133 | 0 | **561** |
| 1996-97 | 58 | 418 | 196 | 0 | **672** |
| 1997-98 | 71 | 325 | 183 | 0 | **579** |
| 1998-99 | 61 | 494 | 230 | 0 | **785** |
| 1999-00 | 313 | 866 | 230 | 0 | **1409** |

| D. Graduation Statistics | | | | | |
|---|---|---|---|---|---|
| | AU | MSVU | SFXU | USA | System |
| 1994-95 | 38 | 96 | 36 | 0 | **170** |
| 1995-96 | 31 | 87 | 43 | 0 | **161** |
| 1996-97 | 29 | 140 | 36 | 0 | **205** |
| 1997-98 | 32 | 153 | 32 | 0 | **217** |
| 1998-99 | 42 | 231 | 21 | 0 | **294** |
| 1999-00 | 35 | 260 | 10 | 0 | **305** |

AU, Acadia University; MSVU, Mount Saint Vincent University; SFXU, St. Francis Xavier University; USA, Université Sainte-Anne

## TABLE 5

### Graduate Tuition Fees, 1999-00

| | Canadian Student Fees | | International Student Fees | |
|---|---|---|---|---|
| | Fee Per Half-Year Course | Fee Per Degree | Fee Per Half-Year Course | Fee Per Degree |
| AU | $506 | $5,060 | $1,012 | $10,120 |
| MSVU | $538[1] to $1,300 | $6,450 to $15,600 | $808 to $1,300 | $9,690 to $15,600 |
| SFXU | $450 | $5,400 | $750 | $9,000 |
| UCCB | $421 | $4,205 | no international students | |

AU, Acadia University; MSVU, Mount Saint Vincent University; SFXU, St. Francis Xavier University; USA, Université Sainte-Anne

[1]the $538 fee is for on campus courses. Fees for off campus courses range from $612 (within an hour's drive from campus), $802 (Ontario), $1000 (Jamaica) and $1300 (Bermuda).

## TABLE 6

### Funding Implications of Moving Undergraduate Education from Alpha 2 to Beta Costing Bin

| | Undergraduate Education Enrolments (FCEs) | Alpha 2 Weighting (FCE x 1.5) | Beta Weighting (FCE x 2.0) | Education Funding | | Increase | Total Annual Funding[1] | | |
|---|---|---|---|---|---|---|---|---|---|
| | | | | at current Alpha 2 Weight | at proposed Beta Weight | | Education in Alpha 2 Bin | Education in Beta Bin | % Increase |
| AU | 1,150 | 1,725 | 2,300 | $1,052,250 | $1,403,000 | $350,750 | $21,116,456 | $21,467,206 | 1.7% |
| MSVU | 1,150 | 1,725 | 2,300 | $1,052,250 | $1,403,000 | $350,750 | $12,589,410 | $12,940,160 | 2.8% |
| SFXU | 900 | 1,350 | 1,800 | $823,500 | $1,098,000 | $274,500 | $17,459,970 | $17,734,470 | 1.6% |
| USA | 800 | 1,200 | 1,600 | $732,000 | $976,000 | $244,000 | $2,964,834 | $3,208,834 | 8.2% |
| | | | | $3,660,000 | $4,880,000 | $1,220,000 | | | |

AU, Acadia University; MSVU, Mount Saint Vincent University; SFXU, St. Francis Xavier University; USA, Université Sainte-Anne

[1]based on a fully funded system

# APPENDIX 5, RECOMMENDATIONS

**Recommendation 1**

The two year B.Ed. program should be retained at Acadia University, Mount Saint Vincent University, St. Francis Xavier University and Université Sainte-Anne.

**Recommendation 2**

No new Nova Scotia institutions should be invited to offer a B.Ed. program.

**Recommendation 3**

We do not support Université Sainte-Anne's view that it should offer a five-year integrated program.

**Recommendation 4**

Acadia University, Mount Saint Vincent University and Université Sainte-Anne should initiate an external review of their Education programs. At Acadia University and Mount Saint Vincent University, these reviews should include consideration of the relationship between the undergraduate and graduate programs.

**Recommendation 5**

The institutions should be encouraged to consider introducing flexibility in how the two-year (60 credit) programs are offered.

**Recommendation 6**

We do not believe that separate "corridors" for funding in Music, Art, Physical Education and Technology Education are now necessary or helpful. These special enrolments should be folded into the overall allocation for each institution.

**Recommendation 7**

All teacher education institutions should be permitted to prepare teachers to offer French as a Second Language, if these institutions wish.

**Recommendation 8**

The preparation of French Immersion and French First Language teachers should remain at Université Sainte-Anne.

**Recommendation 9**

Université Sainte-Anne should hire a qualified specialist in French Second Language methodology.

**Recommendation 10**

Université Sainte-Anne should collaborate more fully with other teacher education institutions, Collège de l'Acadie, and the Nova Scotia Department of Education in producing and servicing French teachers.

**Recommendation 11**

The collaboration between Université Sainte-Anne and College de l'Acadie should include specific five course certificate programs directed at French First Language, Immersion and Core teachers.

**Recommendation 12**

As a transitional measure until the review of the funding formula, the NSCHE should provide special funding of $100,000 per year to support practicum placements in rural and remote areas, and this fund should be jointly administered by the Nova Scotia School Boards and the teacher education institutions.

**Recommendation 13**

We recommend the Nova Scotia Department of Education establish a fund of $100,000 per year, to be distributed by the Nova Scotia Council on Higher Education, to teacher

education institutions with concrete proposals for program modifications to achieve higher levels of African-Nova Scotian and Mi'kmaq enrolments.

**Recommendation 14**

The B.Ed. enrolment corridor at St. Francis Xavier University should be increased from 90 to 115 per year (for a two year corridor of 230).

**Recommendation 15**

Université Sainte-Anne's enrolment corridor for undergraduate (pre-service) French teachers should be reduced to 65 per year.

**Recommendation 16**

B.Ed. enrolment corridors at Acadia University, Mount Saint Vincent University and St. Francis Xavier University should each be increased by 5 per year in recognition and anticipation of enrolments of French second language teachers.

**Recommendation 17**

Nova Scotia School Boards should commit to a centralized clearing house of qualified teachers and to offering positions in March, to avoid Nova Scotia teacher graduates being hired by other jurisdictions.

**Recommendation 18**

Université Sainte-Anne should no longer receive funding for graduate enrolments.

**Recommendation 19**

The "funded" graduate corridor at St. Francis Xavier University should be increased to 96.

**Recommendation 20**

All institutions should consider setting higher tuition fees for their M.Ed. programs.

**Recommendation 21**

Central administrations at each university should review the ways tuition fee revenues from graduate enrolments are shared with their respective Education Departments/Faculties.

**Recommendation 22**

Any institution contemplating new graduate programs in Education should submit such proposals to the MPHEC and, if required, to the NSCHE for program approval and funding.

**Recommendation 23**

Acadia University, Mount Saint Vincent University, St. Francis Xavier University and Université Sainte-Anne should improve cooperation amongst faculty members with respect to the lead institution status enjoyed by Acadia University (Counseling and Special Education, Curriculum and Leadership), Mount Saint Vincent University (Adult Education, School Psychology and Literacy), St. Francis Xavier University (Administration) and Université Sainte-Anne (French Language). Each of these specializations should be made more geographically accessible, through inter-institutional collaboration.

**Recommendation 24**

A Provincial Education Research Fund of $250,000 per year should be established. This fund should be co-administered by a partnership of the Nova Scotia Department of Education, School Boards, NSTU and the universities.

**Recommendation 25**

Acadia University, Mount Saint Vincent University and St. Francis Xavier University should quickly develop a joint doctoral program in Education. This program should be funded at up to six students a year as soon as all three universities can agree on a proposal (see Table 2).

**Recommendation 26**

The Nova Scotia Department of Education, the Nova Scotia School Boards and the NSTU should identify gaps in professional development opportunities and enter into

discussions with the universities to provide individual and collaborative measures to meet these.

**Recommendation 27**

We recommend that the new certification requirements be implemented as soon as possible. We further recommend that the transition time of seven years before full implementation of the regulations be reduced to two years, to end the disconnect which exists between teacher education in Nova Scotia and teacher certification.

**Recommendation 28**

The Minister should establish a new committee, or mechanism, with a clear mandate for monitoring and proposing policy changes with respect to teacher education programs. This mechanism probably should include the participation of at least the following: present members of ICTE, other members of CONSUP with a strong interest in teacher professional development (University College of Cape Breton, Nova Scotia College of Art and Design), the Department of Education Program Branch, NSCHE, Nova Scotia School Boards and NSTU.

**Recommendation 29**

Recognizing that Dalhousie University, Nova Scotia College of Art and Design, Saint Mary's University and University College of Cape Breton all have a "stake" in teacher education, CONSUP should establish a mechanism whereby issues with respect to teacher education can be more adequately addressed by all interested parties.

**Recommendation 30**

The NSCHE should pay particular attention to the costing (weighting) assigned to Education the next time the funding formula is revised, and consider whether the 2 year program now merit a Beta costing (weighting).

**Recommendation 31**

The perceived inequality resulting from Mount Saint Vincent University having to incur substantially higher average costs because of hiring greater numbers of senior professors from the hiring pool should be investigated by the NSCHE. The NSCHE should obtain costing and salary information (between 1995 and 2000) from Acadia University, Mount

Saint Vincent University, St. Francis Xavier University and Université Sainte-Anne to document and resolve this issue.

**Recommendation 32**

Capital funding issues stemming from teacher education rationalization should be reconsidered. Each institution should supply the NSCHE with sufficient costing information to enable a fair resolution to the issue.